

CHAPTER THREE

TOTAL FORCE

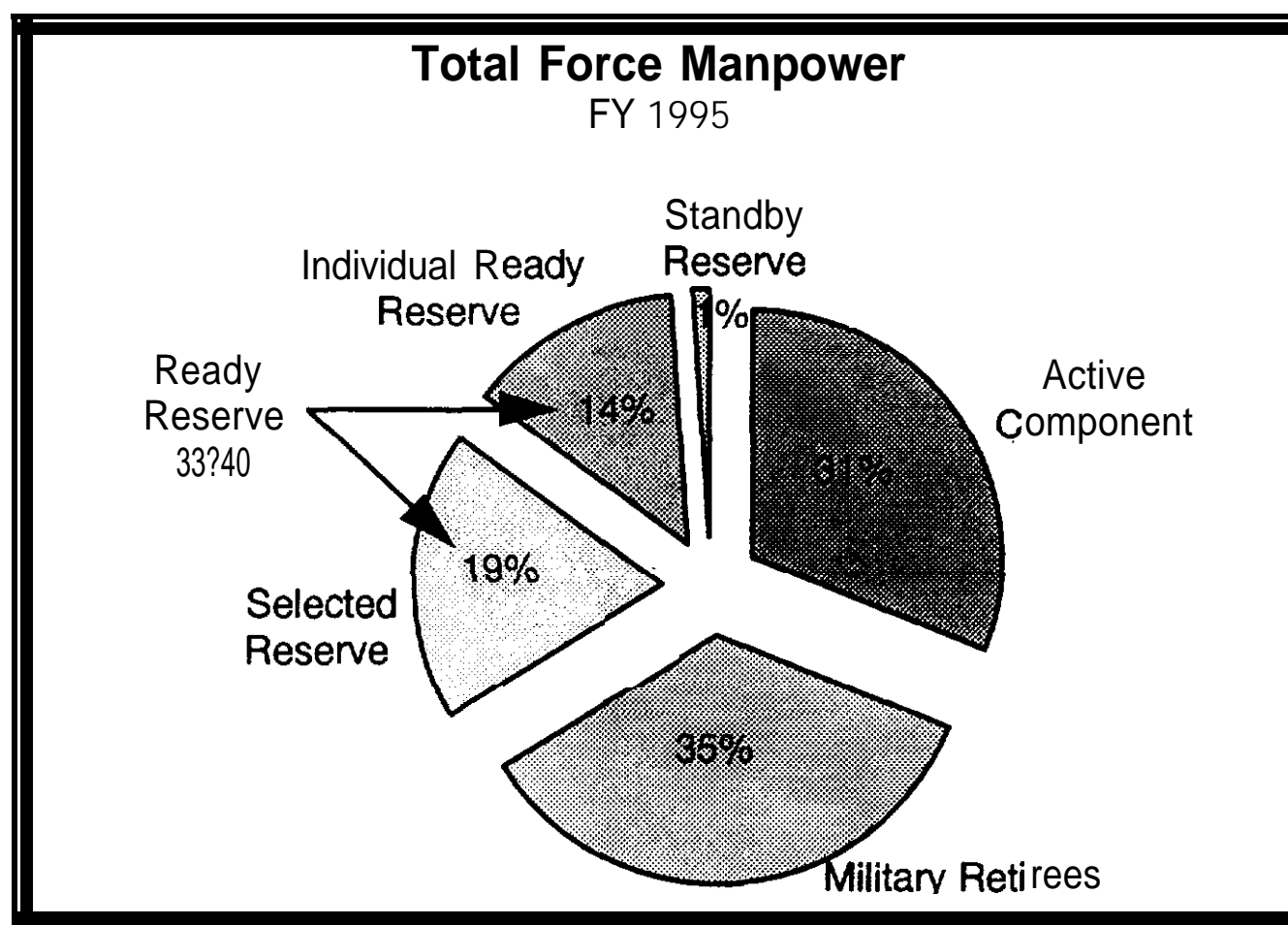


Figure 1

The DoD Total Force Policy, which evolved during the early 1970s, remains the basis for the composition of U.S. military forces in the new post-Cold War era. The objective of the Total Force Policy is to integrate the capabilities and strengths of Active and Reserve forces in the most cost-effective manner possible, and to maintain as small an Active peacetime force as national security policy, military strategy and overseas commitments permit. Required military forces are maintained in that component of the Total Force--Active or Reserve--in which they can most effectively and most economically accomplish required objectives at an acceptable level of risk. Members of the National Guard and Reserve constitute the initial and primary augmentation of Active military forces.

The Armed Forces of the United States are the Army, Navy, Air Force, Marine Corps and Coast Guard*. Seven Reserve components of these five armed forces are established in law. They include: the Army National Guard (ARNG), the Army Reserve (USAR), the Naval Reserve (USNR), the Marine Corps Reserve (USMCR), the Air National Guard (ANG), the Air Force Reserve (USAFR), and the Coast Guard Reserve (USCGR)*. National Guard and Reserve manpower comprises a Selected Reserve of over 900,000, and an Individual Ready Reserve/Inactive National Guard of nearly 800,000 by the end of FY

* The Coast Guard normally operates as a Service in the Department of Transportation. During time of war or when directed by the President, it can be transferred as a Service to the Department of the Navy.

96. In addition, over 1.5 million military retirees are available for mobilization in an

components have continued to emphasize the recruitment of quality personnel. Over

<u>Selected Reserve (000)</u>	<u>FY 1989</u>	<u>FY 1993</u>	<u>FY 1995</u>
Army National Guard	457.0	409.9	374.9
Army Reserve	319.2	275.9	241.3
Naval Reserve	151.5	132.4	100.6
Marine Corps Reserve	43.6	41.7	40.9
Air National Guard	116.1	117.2	109.8
Air Force Reserve	83.2	80.6	78.3
Coast Guard Reserve	<u>12.0</u>	<u>9.3</u>	<u>7.3</u>
Total:	1,182.6	1,067.0	953.2
<u>Individual Ready Reserve/ Inactive National Guard (000)</u>	<u>FY 1989</u>	<u>FY 1993</u>	<u>FY 1995</u>
Army National Guard	10.1	6.9	6.4
Army Reserve	274.6	438.0	376.8
Naval Reserve	86.6	156.3	166.8
Marine Corps Reserve	36.6	69.5	62.7
Air Force Reserve	53.1	112.2	74.9
Coast Guard Reserve	<u>5.2</u>	<u>8.1</u>	<u>7.6</u>
Total:	466.1	791.1	695.2

Table 1

emergency. Figure 1 at the top of the last page illustrates the relative mix of Total Force manpower.

The Selected Reserve is approximately 20 percent smaller than at its peak strength in 1989. Today, however, the Selected Reserve comprises nearly 40 percent of the immediately accessible military manpower, which is a higher percentage than in 1989. As a result, the Department is placing increased reliance on the contributions of the Reserve components for peacetime operations, operations other than war, contingencies, and other augmentation requirements to help compensate for a smaller total force.

During the expansion of forces in the 1980s and the “right-sizing” that has characterized the early 1990s, the Reserve

90 percent of enlisted accessions into the Reserve components without prior service are high school graduates, and more than two-thirds scored “above average” on the standardized Armed Forces Qualification Test. These represent a continuation of the trends begun in the late 1970s to improve the quality of personnel serving in the Reserve components.

Table 1 above illustrates the trend in strength of the Reserve components. Reserve categories are defined later in Chapter Four of this Handbook.

Reserve Equipment

In keeping with the Total Force Policy, the quality of National Guard and Reserve equipment has significantly improved. If Reserve components are to

play a credible role in the force structure, it is imperative they be provided with modern equipment. This equipment must be compatible with the Active component, and be supportable by the current logistics base.

Since 1980, the Reserve components have been the beneficiaries of a significant modernization program, guided by two principles the Secretary of Defense gave to the Joint Chiefs of Staff and the Services in June 1982. First, “the long range . . . goal of the Department is to equip all Active, Guard and Reserve units to full wartime requirements . . . units that fight first shall be equipped first regardless of component.” Second, “... early deploying Guard and Reserve units must have equipment to perform their missions. Active and Reserve units deploying at the same time should have equal claim on modern equipment inventories. ”

These two principles have been codified in DoD Directive 1225.6, “Equipping the Reserve Forces,” dated November 2, 1992. The revised directive specifically states: “The priority for the distribution of new and combat-serviceable equipment, with associated support and test equipment, should be given to units scheduled to be deployed and/or employed first, irrespective of component. Equipment priorities for the Ready Reserve units will be established using the same methodology as regular units having the same mobilization mission or deployment requirements,”

During Fiscal Year 1995, the Services allocated \$1.3 billion to the Reserve components for procurement of new equipment and upgrades. Congress provided an additional \$764 million in procurement funding for new equipment

such as C-130 aircraft, heavy tactical trucks, and aircraft system enhancements and modifications. However, the primary method for providing Reserve forces with modern equipment is the redistribution of major weapons systems from Active forces. The value of equipment redistributed to the Reserve components in Fiscal Year 1995 was approximately \$7.5 billion.

The Reserve components continually strive to improve compatibility and interoperability with the Active components in the tactical, logistical, support and communications areas. For example, Army Reserve and National Guard units possess tactical radios that include both older models and the latest frequency-hopping secure voice Single Channel Ground and Airborne Radio System (SINCGARS). In 1995 over 7,000 SINCGARS radio sets were fielded. Several hundred Army Reserve tactical wheeled vehicles, some over 25 years old, were refurbished through the Extended Service Program, a cost-effective method of enhancing operational readiness. Marine Corps Reserve helicopters are scheduled to be replaced with CH-53D/E helicopters, identical to Active component models. The Naval Reserve continues to modernize with Coastal Minehunter (MHC) and Mine Countermeasures (MCM) ships. The Air Force is upgrading the Air Force Reserve and Air National Guard with digital communications equipment.

Cost Effectiveness

Although the manpower of the Ready Reserve comprises over one-third of the total military force of the United States, Reserve forces with their high percentage of part-time manning and lower peacetime operating tempo are relatively less expensive than Active forces representing only

approximately eight percent of the total budget. With shrinking defense budgets, the nation must make the fullest use of the cost-effective contributions offered by the Reserve components. The three principal elements of the U.S. defense budget that affect the Reserve components are: operations and maintenance (O&M); procurement, consisting of new weapons systems, modification programs and ammunition; and National Guard and Reserve personnel. Table 2 below depicts the amounts in these categories for Reserve components as a percentage of the total DoD budget authorized for Fiscal Year 1995.

within shorter time constraints than planned for in the Cold War era.

The Bottom-Up Review, a comprehensive DoD analysis of defense needs in the post-Cold War world, outlined the major new dangers to U.S. interests while establishing Reserve component forces as an integral part of our armed forces and essential to the implementation of our new defense strategy. The contributions of the Reserve components will provide leverage to compensate for the smaller size of the Active component forces. This leveraging role does not mean maintaining

**FY 1995 Reserve Component Total Obligational Authority
(in Billions of Dollars) (Table 2)**

Category	Reserve	Total Defense	Percentage
O&M	8.8	94.3	9.3%
Procurement	2.0	44.8	4.5%
Personnel	9.4	70.1	13.4%
Total	20.2	209.2	9.6%

Note: Not included in the Defense total is money expended for other major budget items such as facilities construction, and research, development and evaluation.

The Bottom-Up Review and Compensating Leverage

During the mid-1980s, the Reserve components grew in size and capability to respond to the global Soviet threat. With the end of the Cold War, the challenge is to reconfigure the National Guard and Reserve to meet the challenges of new threats and major regional conflicts. In addition, the Guard and Reserve will be called upon for peacekeeping and humanitarian assistance activities both abroad and at home. They must be ready to meet new challenges, often

larger Guard and Reserve forces. The Reserve components are also being reduced in size, but not at the same rate as the Active forces. The Total Force will be sized and shaped to ensure success of the Department's strategy to win two nearly simultaneous major regional contingencies. Compensating leverage means enhancing the overall effectiveness of the Total Force by efficiently using a part time force to overcome the shortfalls of a smaller full time force.

During a major regional contingency, Guard and Reserve forces will provide significant number of units or individual members, many to deploy in the early days

of a conflict. Reserve component forces will both augment and reinforce deployed Active forces and backfill for Active forces deployed to a contingency from other critical regions. Guard and Reserve forces will also help promote international stability and security during peacekeeping, peace enforcement, and humanitarian assistance operations. During prolonged operations, Reserve forces will be available to provide rotation or replacement forces. Finally, the Army National Guard and the Air National Guard will continue to serve as the primary respondents for domestic emergencies.

The Department of Defense remains committed to maintaining the high quality of Reserve component personnel while **re-sizing** and **re-shaping** Reserve forces to meet new world challenges. The increased reliance placed on the Reserve components requires that we focus on improving the readiness of the Reserve forces. It is important to treat members fairly and equitably, while maintaining the readiness levels required to support national defense. Recent quality of life initiatives by DoD will ensure this objective happens.